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Recommendation for funding from other resources without a recommendation for funding from regular resources**

Amazon subregional programme

Summary

The present document contains a recommendation for funding from other resources for which no recommendation for funding from regular resources is requested for the Amazon subregional programme. The Executive Director *recommends* that the Executive Board approve funding from other resources in the amount of $18,875,000, subject to the availability of specific-purpose contributions, for the period 2003 to 2007.

* E/ICEF/2002/11.

** The figures provided in the present document are final and take into account unspent balances of programme cooperation at the end of 2001. They will be contained in the summary of recommendations for regular resources and other resources programmes for 2002 (E/ICEF/2002/P/L.36).

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The situation of women and children

1. The Amazon Basin contains portions of Brazil, Bolivia, Colombia, Ecuador, Guyana, Paraguay, Peru, Suriname and Venezuela within its over 7 million square kilometres. It contains 20 per cent of all the planet's fresh water and a large percentage of its biodiversity, although the exploitation of its natural resources is resulting in irreparable environmental destruction. The population of the basin is about 22 million, of whom some 9 million are children and 10 per cent belong to over 400 indigenous groups. Migration within and between countries in the last two decades has doubled the rural and tripled the urban populations.

2. Despite its environmental and cultural wealth, the Amazon has some of the worst social exclusion in the continent. Widespread poverty indicates unequal access to regional wealth despite the riches in the basin; 91 per cent of Suriname's hinterland dwellers live below the poverty line, as do 80 per cent in the Bolivian and Guyanese Amazon, 67 per cent in the Brazilian Amazon and over 50 per cent in Colombia. The presence of the State in this subregion is typically scant, local governments are unprepared for decentralization and the participation of civil society is weak.

3. Children's rights to name and nationality are often unmet. Brazilian Amazon child registration varies between 45 and 79 per cent by state. In Colombia, more than 35 per cent of the indigenous population are unregistered and 79 per cent of Ecuadorian and 30-40 per cent of Peruvian Amazonian children under five years of age lack a birth certificate.

4. Quality health care in the Amazon is a major challenge. Rates of prenatal care, institutional births and skilled attendance at birth are low. As a result, maternal mortality rates (MMR) are always much higher than the national average, and in the extreme case of indigenous women in Paraguay, the MMR is nearly four times the national average (519 versus 132 per 100,000 live births). Likewise, infant mortality rates (IMR) and under-five mortality rates are always higher than the national figures. The IMR for Peru's indigenous groups ranges from 112 to 150 per 1,000 live births (1996), compared to the national average of 43. Acute respiratory infections, diarrhoea, measles, malaria and malnutrition are major causes of mortality and morbidity. These risks have numerous underlying causes, including the lack of potable water and sanitation systems, poor household food security and low immunization coverage. Less than 50 per cent of one-year olds in the Colombian, Venezuelan, Peruvian, Ecuadorian and Bolivian Amazon have been fully immunized. Mining and other extractive economies pollute nearby water sources, so 40 per cent of urban Brazilian Amazon areas lack access to treated water and only 9 per cent are connected to a sewerage system. Outside of Africa, the Amazon has the highest incidence of malaria in the world. Chronic malnutrition in Bolivia, Colombia, Ecuador and Venezuela rises to 30 per cent and higher in the Amazon and is caused by a complex mix of early and multiple pregnancies, a short exclusive breastfeeding period and inadequate infant feeding practices.

5. Integrated early childhood development (IECD) programmes are almost non-existent. Services for children 0-3 years are normally restricted to preventive interventions and curative care. Structured early childhood development (ECD) programmes focusing on psychosocial development are extremely limited; in Ecuador, ECD centres for children under five years reach just 7 per cent of the

Amazon population. Support to increasing family capacities for improved child care is absent or often is not based on existing culturally based practices.

6. The poor quality and coverage of primary education are evident in low enrolment, high failure rates and illiteracy. Fully 46 per cent of Colombia's Amazon school-aged children do not have access to school; 53 per cent of Ecuador's Amazon schools are managed by a single teacher; and in the Suriname Amazon, only 30 per cent of 4-5-year olds and 43 per cent of 6-10-year olds are enrolled. Where there are gender differences, girls typically fare worse even at these low enrolment rates. The very high 93-per-cent enrolment rate for 7-14 year-old Brazilians in the Amazon is compromised by high repetition (29 per cent), desertion (17 per cent) and age/grade distortions (55 per cent). In most countries, the school curriculum normally is not based on intercultural education encompassing such issues as cultural diversity and respect, or the right to learn in the mother tongue. This promotes further exclusion, which is closely linked to ethnic and linguistic discrimination.

Programme cooperation, 1997-2002

7. The 1997-2002 Amazon subregional programme had an overall goal to reduce social disparities and improve human development indicators in the region through four major strategies: advocacy to place child rights on the national and regional political agenda; local institutional strengthening to improve implementation of social development processes; community participation to foster social control; and specific health and education interventions to improve quality and coverage. The public policy element has had successes in several nations. Bolivia worked to ensure that national laws were implemented at the local level. The Guyanese Amerindian Affairs Ministry and the Regional Democratic Councils influenced social policy at all levels, while Brazil worked to ensure that national child rights statutes were amply diffused and incorporated into regional and local public policy. In 1997, Venezuela began a pilot local information project to strengthen public policy management and decision-making that has since been adopted nationwide.

8. In frequent alliance with local non-governmental organizations (NGOs), churches and local governments, a rights-based approach has grown and subnational administrative capacities have been strengthened through training in local planning, budgeting, implementation, monitoring and evaluation. Brazil invested heavily in training child defence counsellors, judges, prosecutors and others in the legal defence centres. Peru supported the training and staffing of civil registrars in 178 indigenous communities who have, among others, organized birth registration campaigns in each community. Strengthening social capital through community participation was a key strategy. Colombia trained community leaders for rights promotion and was successful in creating networks to improve community capacities to demand rights while generating local solutions. Guyanese community mobilization has been a key component in the success of community water and environmental sanitation (WES) projects, and the Water and Housing Ministry has recently considered this strategy for replication. In Paraguay, UNICEF cooperated with indigenous communities to increase the coverage of potable water and to ensure the use and maintenance of WES systems.

9. In education, Bolivia, Peru, Guyana and Venezuela focused on designing intercultural educational methodologies and bilingual materials. In Venezuela,

indigenous peoples became the principal definers of their educational programme. Bolivia piloted a component on education for environmental conservation and sustainable development, which was adopted as part of the national education reform. In Guyana, the educational model Escuela Nueva (New School) was introduced to the Amazon areas and the Government has committed to take it to scale. The Peru Amazon programme produced educational materials in four different ethnic languages and trained indigenous teachers and leaders. Similarly, Suriname addressed a shortage of trained teachers in the interior by improving the skills of 250 teachers already working there.

Lessons learned

10. Given the vast distances and heterogeneous population, careful local adaptation of strategies is required for sustainable advances. The strength of UNICEF has been its ability to incorporate cultural dimensions into programme design and implementation. However, sustainability depends on more than strengthened service systems. It requires both heightened demand and supply, while raising national awareness of the need for increased social spending in the Amazon. Likewise, high levels of involvement by community stakeholders are imperative to ensure appropriateness and sustainability. Community involvement follows true decentralization supported by the training of and technical assistance to departmental and municipal government staff. Key intermediate outputs in effective decentralization are municipal development plans with a child rights perspective and increased public investments. On the negative side, the constant change of managers and technicians aggravates institutional weaknesses and affects sustainability and institutional learning.

11. Accessing reliable and representative social data in the region continues to be difficult. Without this information, the Amazon's social realities remain hidden within national averages, making it hard for decision makers to accurately target public resources towards regional disparities. The design and application of suitable information systems is critical for the region. Socially sensitive information systems would help to increase the recognition of indigenous rights, gender equity abuses and geographic disparities.

12. Although absent in the present phase, Paraguay should join the Amazon programme. Paraguay is peripheral to the Amazon basin but shares three fundamental characteristics with the Amazon region: its environmental biodiversity, cultural heterogeneity and a situation of poverty mostly associated with rural and indigenous populations. In addition, the programme profile of Paraguay is consistent with the other country programmes, which increases the chance for strong inter-State cooperation and learning.

Recommended programme cooperation 2003-2007

Programme preparation process

13. This phase of the Amazon subregional programme was prepared on the basis of the conclusions derived from the 2001 mid-cycle review and subsequent strategy meetings at subregional level and within each country. The individual country

components were designed together with counterparts. The correspondence with national priorities has been determined and in each case the Amazon programming is fully integrated into the country programme. Planning of the Amazon component was incorporated in the four country programmes developed in 2001, the two doing so in 2002 and the one mid-term review held in 2001.

Programme goals and objectives

14. The overall goal of the Amazon programme is to ensure that Governments and societies are progressively fulfilling children's rights to a good start to life and quality, basic intercultural education for all. The future of Amazon children and ensuing generations depends on their access to sustainable development in a multicultural region. IECD and basic education have been identified as priority areas. Both are consistent with the UNICEF medium-term strategic plan and other global commitments. An additional information-based component is needed to raise awareness of Amazonian issues. Within the project areas and in support of government and societal goals established in the country programmes, the components' objectives are described below.

15. **Integrated early childhood development**. The objectives are to: (a) improve appropriate, culturally sensitive practices favouring safe motherhood and ECD in family and community settings, especially for children 0-3 years; (b) formulate and implement culturally sensitive, integrated safe motherhood and ECD policies at regional and local level to improve the quality of and access to services for children aged 0-6 years; (c) achieve universal registration of children under one year as well as those under the age of six years who are not registered; (d) realize healthy environmental practices to reduce such risks to survival as malaria and acute diarrhoeal diseases; and (e) minimize child rights abuses through preventive family and community strategies.

16. **Quality basic, intercultural education**. The objectives are to: (a) increase access to and timely completion of primary education with improved learning achievement; (b) achieve a quality education including culturally appropriate curricula, life skills for multicultural societies, gender equity and skills for sustainable environmental management; and (c) reduce and, where possible, eliminate such abuses as child labour and sexual exploitation that are evil in and of themselves and also threaten the right to basic education.

17. **Information**. The objectives are to: (a) monitor and disseminate information on the situation of Amazon children and their families based on appropriate indicators and functional information systems; (b) base programme design and advocacy on qualitative sociological and cultural information; (c) produce analyses of such sensitive issues as violence, public finance and international lending, and natural resource exhaustion; (d) generate policy recommendations that safeguard the best interests of children and their families; and (e) sensitize regional and subregional organizations about Amazonian children's issues.

Programme strategy

18. The programme contemplates two strategy levels, the first and largest being efforts by country programmes that are executed with national counterparts and

respond to national specificities. Common strategies seen in many countries will include: (a) articulating policies to ensure coordinated efforts that foster inclusion and equity, with emphasis on information, education, communication and intercultural education; (b) helping local governments to strengthen their capacities for decentralized administration of basic social services and increased spending for children; (c) empowering local, regional and national organizations, networks and families to increase social demand and vigilance for the rights of children, women and indigenous peoples; and (d) implementing culturally based information campaigns to raise awareness of and promote a culture of respect for children and women's rights.

19. There is an added value to a subregional component that facilitates support and maintains a multi-country mechanism to sustain technical and information exchanges between countries. Initiatives better managed as common multi-country efforts can also be arranged regionally. These will include advocacy efforts and may extend, if countries desire it, to joint national programming for such issues as birth registration campaigns in indigenous languages where collective efforts are cost- and impact-effective.

Bolivia

20. The Bolivia programme will benefit an estimated 500,000 indigenous and low-income urban residents in 24 municipalities in Beni, Pando and Santa Cruz departments to implement the following components and objectives:

(a) **ECD and community health**: (i) ensure the complete development of the capacities of at least 25 per cent of children under four years of age and their access to integrated services for health, nutrition and early stimulation; and (ii) foster children's and women's health and nutrition through immunization, vitamin A supplementation and HIV/AIDS prevention;

(b) **Intercultural education**: (i) ensure access to and permanence of intercultural bilingual education, up to the fifth grade, of at least 90 per cent of school-aged children, with a focus on indigenous girls; and (ii) increase the literacy rates of young indigenous women and more generally the respect for their civic rights;

(c) **Water, sanitation and environmental care**: (i) improve environmental conditions and access to safe water, sanitation and hygiene services, emphasizing participation and community management; and (ii) improve municipal and community capacities to face up to natural disasters;

(d) **Protection of children's, women's and indigenous peoples' rights**: (i) ensure that the rights or especially vulnerable groups are respected, especially orphans, the disabled, children in conflict with the law and street children, (ii) ensure universal registration of new-borns and registration of the 50,000 older children presently not registered; and (iii) foster the active participation of children and women within local decision-making bodies;

(e) **Municipal and community strengthening**: (i) strengthen municipal and community management capacities in social investment; and (ii) increase community demand and social oversight of municipal functioning.

21. Partners will include the Ministry of Peasants and Indigenous Peoples Affairs, municipalities and representing organizations, specialized NGOs, universities, indigenous organizations and sister United Nations agencies.

Brazil

22. Given that Brazil's Amazon region is larger than Western Europe, the programme, through the Belem Zonal Office, will complement federal programmes by assuring that public resources are known, used and delivered by municipal and state governments, especially to poor and more vulnerable communities. For ECD, the objectives are to: (a) develop family and community competencies through pilot projects in poor urban areas; (b) identify, assess and disseminate good child-rearing practices among indigenous peoples; (c) orient technicians on the latest thinking on IECD, particularly in the Indigenous Health Districts; (d) strengthen community-based "Roll Back Malaria" strategies through action-oriented research projects; (e) contribute to universal birth registration by researching and reducing non-formal barriers; (f) increase the understanding of indigenous organizations about their rights under national law and the Convention on the Rights of the Child and how to exercise influence; and (g) initiate or improve networks among Amazonian states to exchange experiences. As part of the National Programme of Education for Inclusion, the programme will: (a) profile children who are out of school and formulate, with community participation, state and municipal education plans for their inclusion; (b) innovate activities that encourage school enrolment and retention, including after-school activities; (c) implement municipal programmes for participatory management of school resources; and (d) ensure that innovations in curriculum structure, teacher training and professional growth, and teaching materials are disseminated for emulation elsewhere.

Colombia

23. The Colombian Amazon programme is designed to: (a) assist mestizo, indigenous and Afro-Colombian communities by strengthening institutional capacities and decentralized administration of municipal governments in basic social services; (b) advocate for increased local public spending; (c) empower families and children to raise awareness of and promote a culture of respect for human rights; and (d) help formulate public policies that foster inclusion and equity. In particular, activities will support health policies and maternal and child nutrition with quality standards; promote reproductive health; gather information on the situation of children through community information systems; support community and social mobilization strategies to increase birth registration; increase access to and completion of the expanded programme on immunization; reduce the risks of child morbidity and mortality through education on health and sanitation; develop improved sanitary infrastructure in schools; ensure the effective inclusion, permanence and success of children in school through "child-friendly strategies"; and develop educational models and curricula that are culturally sensitive. UNICEF will work with centralized and decentralized state institutions in the health and education sectors, local mayors' offices, the Colombian Family Welfare Institute, indigenous organizations, the Pan American Health Organization (PAHO)/World

Health Organization (WHO) and the United Nations Population Fund (UNFPA) in particular.

Ecuador

24. The Ecuador programme will expand its activities to eight cantons in six provinces of the Amazon region. At the national level, its main strategies include public advocacy, communication and social mobilization, and institutional strengthening and coordination. At the local level, they include strengthening information channels, community participation in decision-making processes and improving local human resources. Activities will aim to promote public policies that aim to universalize basic social services; strengthen institutional capacities to supply basic social services and ECD programmes; and promote the inclusion of all children in basic education programmes. Partners in these endeavours include government ministries, the church, local NGOs, other United Nations agencies and regional and local indigenous organizations.

Guyana

25. The Guyana Amazon programme will work in the four regions where the majority of 50,000 indigenous people live, with the greatest focus on access to good quality education. The goal is ensuring that 75 per cent of children up to 12 years of age in these areas are able to begin life with a good start and complete a good-quality basic education. Strategies will continue to focus on establishing Escuela Nueva primary schools in two of these regions and to work with the Education Ministry to expand this methodology. Key elements include: "child-friendly" schools; cooperative learning; teacher, pupil and parent participation; integrated community strategies combining parent education, school and community health and environmental issues; and research on local knowledge, gaps, needs and solutions. The programme will try to capitalize on current sectoral reform efforts to set specific policy objectives in relation to the target population. Although the Guyana Poverty Reduction Strategy Paper is weak on issues concerning indigenous people, it is committed to improving service delivery and quality in the interior. Because the "interior" equates to the UNICEF Amazon target group, there is scope for influencing the priorities for allocating debt-relief funds when they become available. Partners will include public bodies and other donor agencies such as the United Nations Development Programme (UNDP), the German Agency for Technical Cooperation (GTZ), the Department for International Development (United Kingdom), the Inter-American Development Bank (IDB) and the Inter-American Institute for Cooperation on Agriculture.

Paraguay

26. The Paraguay Amazon programme will work in four peri-Amazon departments. Strategies will focus on advocacy, social mobilization and communication, technical assistance and knowledge generation in order to strengthen strategic alliances and generate increased community participation in ECD and the development of basic education. Activities will focus on establishing

accurate baselines on the situation of children under six years of age; analysing existing services for this age group; child-rearing studies; developing pilot ECD programmes with inputs from families and communities; designing pilot education to improve access and retention of indigenous populations; and design of policy and legislative proposals for intercultural education. Partners will include government at all levels, civil society organizations, IDB, PAHO/WHO, UNDP, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and UNFPA.

Peru

27. The Peru programme will work on behalf of 43,700 members of five indigenous groups from 100 communities in three districts. Strategies will include information and communication; national and local policy design; empowerment of communities in management of basic social services; gender and family empowerment through the recovery of ancestral knowledge and traditions; and cultural adjustment of public services. The programme's objectives are to: (a) improve access to information on the rights of children and their families; (b) create adequate rights protection services in the communities; (c) enable 60 per cent of mothers to have safe pregnancies and 60 per cent of children up to three years of age to have fully realized health and hygiene, growth and development outcomes; and (d) increase by 15 per cent the educational inclusion and retention of children through culturally adequate educational policies. Local partners will include regional governments, municipalities, indigenous organizations, local and provincial health, education and justice offices, community leaders and church officials. National partners will include the Ministries of Education, Health and Justice, the Food and Agriculture Organization of the United Nations, PAHO, the Joint United Nations Programme on HIV/AIDS and UNFPA.

Suriname

28. The Suriname programme (managed as part of the multi-country programme for the Eastern Caribbean) will support Suriname's educational goal "to equip young persons with adequate intellectual and social knowledge and skills to participate successfully in the community as citizens, who have been educated fully and harmoniously" in four Amazonian districts containing 50 settlements. The programme's objectives include improved health and nutrition services for all young children; improved parenting skills; the establishment of at least one ECD facility per settlement; improved ECD teaching and learning environments by enhancing skills of 200 teachers; promotion and supervision of ECD in the interior by strengthening an ECD coalition that includes 10 NGOs; integrating children with disabilities into ECD services; and effective monitoring of the national ECD policy by the Ministry of Education. In addition to the direct strategies noted, the programme will support communication and transportation to reach communities more frequently and will orient government staff on the value and methods of effective community participation. Partners will include the national ECD coalition, the Ministry of Health, the University of the West Indies, PAHO and international and national NGOs.

Venezuela

29. The Venezuela programme objectives are to adapt and expand the coverage of ECD programmes, with special emphasis on cultural adaptation and parental and community co-responsibility; increase the demand for early childhood education among indigenous groups; similarly help to adapt the teaching methods and content of basic education; and increase girls' primary-level enrolment and retention. A second set of objectives for local government includes increasing the involvement of indigenous organizations in public planning; improving local data collection and analysis efforts based on the existing successful model; and increasing local governments' programming and budgeting abilities so they can effectively manage decentralized basic social services. The programme will continue to work with such traditional allies as government, the National Statistical Institute, indigenous organizations, churches, local NGOs, PAHO/WHO, UNDP, UNESCO and the Office of the United Nations High Commissioner for Refugees. New partnerships will be sought with local media and with the private sector to advocate for more "child-friendly" social investments.

Subregional component

30. A specific subregional component has been designed to strengthen country-level interventions in integrated ECD and basic education, and to promote the expansion and sustainability of the overall impact of efforts by UNICEF and its counterparts. It will include: (a) advocacy and representation with regional and multilateral organizations; (b) provision of timely technical assistance; (c) collection, analysis and dissemination of data and information on child-rearing practices, family capacities and the situation of children and women; (d) systemization and dissemination of best practices and lessons learned; (e) helping to implement monitoring and evaluation systems to guide programme adjustments and measure impact; and (f) resource mobilization and donor reporting.

Monitoring and evaluation

31. At country level, the programme will be subject to annual monitoring in the context of the review process established with local partners, government agencies and UNICEF, as well as to mid-term and final reviews. Donors will be invited to participate in these formal reviews and to monitor progress through field visits. Consolidated donor reports will be sent annually. UNICEF staff and their government and NGO counterparts will visit project sites regularly. Specific surveys and studies will be conducted as required. Annual multi-country reviews and a 2005 mid-term review will be organized within the subregional component.

Collaboration with partners

32. UNICEF will work with a wide variety of subregional and national partners. At the regional level, coordination will take place with organizations that cover the entire Amazon such as the Coordinating Body for the Indigenous Organizations of the Amazon Basin (Coordinadora de las Organizaciones Indígenas de la Cuenca

Amazonica) and the Amazon Cooperation Treaty, which has a secretariat in Bolivia. UNICEF will also work to leverage funding with and increase knowledge-sharing between other agencies, for example through the World Bank's indigenous population programme and with PAHO/WHO to address such cross-border health risks as malaria. At the country level, UNICEF will coordinate its activities with other United Nations agencies, national, regional and local government agencies, the Church, local community groups and indigenous organizations.

Programme management

33. Country offices and counterparts will manage the national portions of the subregional programme, which will be fully integrated into the respective country programmes. There will usually be an Amazon project or programme and at least one project officer. Larger programmes may be based in a sub-office and have multiple staff. Cross-sectoral functions like monitoring and evaluation, and the technical expertise of other programme staff will support the subregional programme's objectives. As many activities will occur at municipal and community levels, there will be intense involvement with local governments, including efforts to engage civil society groups in programme design, implementation and monitoring. The subregional component will reside in the regional office and be led by an international Professional. This unit will coordinate the Amazon subregional programme and such other subregional programmes as ProAndes. In addition to conducting the activities needed to implement the subregional component described above, it will guide support by regional advisers and organize the multi-country reviews.

Estimated annual expenditure

(In thousands of United States dollars)

Country	*2003*	*2004*	*2005*	*2006*	*2007*	*Total*
Bolivia	1 490	1 740	1 680	1 170	920	7 000
Brazil	300	300	300	200	200	1 300
Colombia	500	500	500	500	500	2 500
Ecuador	630	740	620	535	400	2 925
Guyana	100	100	100	100	100	500
Paraguay	80	60	60	50	50	300
Peru	300	300	300	300	300	1 500
Suriname	200	200	200	200	200	1 000
Venezuela	250	250	250	250	250	1 250
Subregional	100	110	120	130	140	600
Total	**3 950**	**4 300**	**4 130**	**3 435**	**3 060**	**18 875**